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ABSTRACT

Intended for personnel in State Educational Agencies, the document provides guidelines, procedures, and forms for implementation of nondiscriminatory assessment practices with handicapped children and adults. In an introductory section, a model is presented for establishing the relationships between various components of an unbiased assessment system within which all Public Law 94-142 categories can be identified. Reviewed in Section II are child process activities which include: (1) locate, identify, refer, and diagnose; (2) establish and implement educational services through the use of individualized educational programs; and (3) review and evaluate the effects of the treatments provided to remove or ameliorate the effects of handicapping conditions upon the educational development of children and adults requiring special assistance. Covered in Section III are a comprehensive unbiased assessment format, procedures, and instrumentation recommendations; some illustrated types of assessment; and a suggested program for reviewing unbiased assessment with professional staff. A final section focuses on professional development in terms of organizational guidelines, ways to address related components of an alternative unbiased assessment system, and an alternative unbiased assessment center. Provided are forms, checklists, diagrams, and a selected bibliography with 84 entries on alternative and unbiased assessment. (SBH)

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Unbiased Assessment: Guidelines, Procedures, and Forms for the SEA's Implementation of Public Law 94-142

Sponsored by the Southwest Regional Resource Center; produced in conjunction with the Regional Task Force on Nondiscriminatory Appraisal and Programming by:

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U. S. Department
of Health, Education and Welfare
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Preface

When a child's lack of expected peformance in the classroom necessitates appraisal, certain educational assessment procedures are usually considered by professionals in hopes of obtaining insight into the child's educational needs. The sequence of activities which leads to this determination is specific and unique to each child. In this regard each child brings with him to the classroom a complex pattern of environmental, sociological, psychological and physical attributes. The understanding of these variables in the context of psychoeducational assessment is paramount in the selection of procedures and instruments to be employed in the child's appraisal.

The match of appropriate procedures to the child's exhibited behavior is a crucial and continuing concern of assessment personnel. This selection process is appreciably amplified in importance when one considers that the procedures selected have the potential of being used in the identification and placement of children into special education programs. The precision with which these determinations are made rests in part on the accuracy and sensitivity of the procedures and instruments selected.

Is it an easy determination? No. Is it a question of complex substance? Yes. Foremost it is a question which is being addressed by educators across the nation. Many have disagreed with the procedures employed to date, particularly minority population representatives concerned with the bias often associated with traditional assessment procedures. In response to this concern researchers have attempted, and on some fronts have succeeded in, placing into the assessment marketplace procedures which more closely approximate unbiased approaches to the appraisal of children. This research has been stimulated by recent federal legislation via Public Law 93-380 and Public Law 94-142 which calls upon states to comply with specific nondiscriminatory assessment practices in order to receive federal monies in support of education for handicapped children.

In recent years much awareness-level literature has addressed the issue of nonbiased assessment and the parameters associated with the performance of nonbiased practices. However, little has been made available to the practitioner for use in the direct assessment of children; the need still exists for procedures and instruments which can be implemented on a day-by-day basis by professionals in the field.

In response to this state of affairs, the Southwest Regional Resource Center (SRRC), as a component of its contract, proposed the investigation of this regional concern.

The SRRC's nondiscriminatory appraisal and programming objective proposed as one of its strategies, "the provision of information to support SEA staff for expanding awareness of options and increasing competencies in appraisal and educational programming." To accomplish this objective it was proposed that a regional task force be constituted to address the topic and to receive input from all states. The task force was formed and the results of its efforts are found in this document.

The SRRC is indebted to the many individuals who gave their time and expertise to the conceptualization, design and printing of the document. The authors of the document are to be particularly commended. Under time constraints, at some points considered almost impossible to the completion of the document, they finalized the content. The authors are also to be commended on their ability to recognize the task force's input and generate a document which reflects its concerns.

This document represents a necessary next step toward the identification and design of culturally and racially appropriate assessment practices for this region. The task is an enormous one and this document will, hopefully, answer some of the more difficult questions being asked by appraisal personnel across the region. It is by no means a final answer, but it is the task force's opinion that it can answer some of the pervasive questions which presently exist in the performance of the nondiscriminatory assessment of children.

H. Wayne Johnson
Director, SRRC

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SECTION I.

Introduction

Task Force Charge to Consultants

. . .THE CONCEPTUALIZATION, DESIGN AND PRODUCTION OF A RESOURCE DOCUMENT DESIGNED TO ASSIST SEA's IN THEIR IMPLEMENTATION OF NONDISCRIMINATORY ASSESSMENT PRACTICES WITH HANDICAPPED CHILDREN AND ADULTS.

THE DOCUMENT TO BE PRODUCED WILL ADDRESS THE FOLLOWING BROAD TOPICAL CONTENT AREAS:

1. CHILD PROCESS
2. INSTRUMENTATION: DEVICES AND PROCEDURES
3. TRAINING OF PROFESSIONALS

Taken from Consultant Agreement. . . October 18, 1976. **Southwest Regional Resource Center.** Blake, R.F., Saunders, T.F., and Decker, C.S.

Public Law 94.142 Categories

The general rationale for this document can be taken from the mission statement for P.L. 94-142:

IT IS THE PURPOSE OF THIS ACT TO ASSURE THAT ALL HANDICAPPED CHILDREN HAVE AVAILABLE TO THEM, WITHIN THE TIME PERIODS SPECIFICED IN SECTION 612, A **FREE APPROPRIATE PUBLIC EDUCATION** WHICH EMPHASIZES SPECIAL EDUCATION **AND RELATED SERVICES** DESIGNED TO MEET THEIR UNIQUE NEEDS **TO ASSURE THAT THE RIGHTS** OF HANDICAPPED CHILDREN AND THEIR PARENTS OR GUARDIANS **ARE PROTECTED, TO ASSIST** STATES AND LOCALITIES TO PROVIDE FOR THE **EDUCATION OF ALL HANDICAPPED CHILDREN,** AND TO **ASSESS AND ASSURE THE EFFECTIVENESS** OF EFFORTS **TO EDUCATE** HANDICAPPED CHILDREN.[1]

The following quotes from P.L. 94-142 tie to the categories of the document per consultant agreement:

1. **"CHILD PROCESS"**

. . .**all children** residing in the State **who are handicapped,** regardless of the severity of their handicap, and who are in need of special education and related services **are identified, located, and evaluated,** and that a practical method is developed and implemented to determine **which children are currentiy** receiving needed special education and related services and which children are not currently reciving needed special education and related services.[2]

2. **"INSTRUMENTATION: DEVICES AND PROCEDURES"**

. . .**procedures to assure** that **testing and evaluation materials and procedures** are utilized for the purpose of evaluation and placement of handicapped children will be selected and administered so **as not to be racially or culturally discriminatory.** Such materials or procedures shall be provided and administered in the child's native language or mode of communication, unless it clearly is not feasible to do so, and **no single procedure shall be the sole criterion** for determining an appropriate educational program for a child.[3]

3. **"TRAINING OF PROFESSIONALS"**

. . .set forth, consistent with the purposes of this Act, a description of programs and procedures for (A) the development and implementation of a **comprehensive system of personnel development** which shall include the inservice training of general and special educational instructional and support personnel, detailed procedures to assure that all personnel necessary to carry out the purposes of **this Act are appropriately and adequately prepared and trained.**[4]

1. Public Law 94-142, Section 601, (b), (10). (Emphasis by author)
2. P.L. 94-142, Section 612, (2). (Emphasis by author)
3. P.L. 94-142, Section 612, (2)(C). (Emphasis by author)
4. P.L. 94-142, Section 613, (a), (3). (Author's emphasis)

Introduction to the Document

The purpose of this document is to provide guidelines, procedures and forms which will be of assistance to the State Educational Agencies "in their implementation of nondiscriminatory assessment practices with handicapped children and adults."[5] Three broad topical content areas relating to unbiased assessment procedures were selected by the Region 3 task force for inclusion in this document:

1. Child Process
2. Instrumentation
3. Training of Professionals.

In order to develop these three basic categories for the unbiased assessment goal to be addressed through P.L. 94-142, a model or format to review task highlights was needed. This preliminary step of identifying and adopting a model for the specific purposes of this document was accomplished at a meeting of staff of the Southwest Regional Resource Center (SRRC), task force members and consultants held in Salt Lake City, October 18 and 19, 1976. This model which was adapted and the way that the unbiased assessment components of P.L. 94-142 can be ordered within it is shown in Figure 1.

The nine cells of the model contain three types of responsibilities for unbiased assessment procedures which must be performed to implement an unbiased assessment system. The shaded areas within each of the cells of the model indicate the components of an unbiased assessment system which are not to be addressed in the body of this document.

A model (Figure 1) for establishing the relationships between the various components of an unbiased assessment system has been used as the generic design within which all P.L. 94-142 categories can be identified. The advantage to this concept is that all present and future components of P.L. 94-142 can be set in close parallel to one another. Those areas yet to be developed are placed in total perspective where changes can be made in topics which have an established place in the overall plan.

The **Child Process** section attempts to maintain the pervasive format of the generic model.

5. Consultant Agreement, Southwest Regional Resource Center, Oct. 19, 1976

P.L. 94-142 Categories / Program Components	ORGANIZATIONAL
GOALS: Objectives	. Develop an organizational model for articulating, ordering and sequencing P.L. 94-142 components within and between institutions. . Formulate criteria for selecting appropriate organizational departmental areas for the coordination of P.L. 94-142 functions. . Specify job description responsibilities whereby an unbiased assessment system can be effectively integrated with the existing organizational structure.
STRUCTURE: Support Services	**. Develop communication channels and resource systems as patterns for general use in other organizations.** **. Administrative and fiscal constraints identified and formalized.** . Provide safeguards to assure rights and privileges of handicapped children.
PROCEDURES: Specific Implementation	**. Develop due process criteria and documents** **. Identify and monitor "least restrictive learning environment."** . Establish resource centers with retrieval patterns as derived from generic model
EVALUATION: By Category	

Figure 1. **A model* for sequencing, ordering, and articulating the unbiased assessment component of P.L. 94-142.****

*Adapted from **Evaluation Designs, Assessments and Measures: Instructions, Forms, and Strategies**, Component No. 3, Blake, R.F., Saunders, T.F., and Decker, C.S., Farmington Press, Tucson, AZ (c), 1976.
**Shading identifies components not addressed by this document.

PROFESSIONAL DEVELOPMENT	STUDENT	EVALUATION BY PROGRAM COMPONENT
. Design programs for staff development of administrators for organizational purposes and for the goals of P.L. 94-142. Involve staff in job description format for identifying organizational responsibilities and coordinating administrative functions. **. Cooperative development of specified organizational areas for staff development responsibilities.** **. Rationale provided for explaining unbiased assessment system.**	. **Child Process** as the comprehensive identification and diagnosis of all children needing special services. . Process all children through a **child process** pattern of the multidisciplinary team (See Figure 4) **. Assure each child of an unbiased assessment and an effective program with appropriate services.**	
Establish a staff development format for coordinating staff training activities for P.L. 94-142 **. Preparation of staff to work on multidisciplinary teams and for leadership training with other teams.** **. Assumption by the organization of the full fiscal responsibilities, for activities specified by P.L. 94-142, by October, 1980.**	**. Curriculum patterns and special services are formulated to illustrate procedures for integrating students into the regular classroom and for providing special services to those students located and diagnosed through the child process procedures.** . Assessment and placement: evaluation of students with appropriate and unbiased instrumentation procedures. **. Provide Individualized Educational Programs (I.E.P.'s)**	
. Develop alternative unbiased assessment workshops and seminars **. Cooperative development of the criteria for test pattern usage. Training in rationale for and in use of tests will be given.** **. Adoption of "promising educational practices and materials."**	. Relate programs to assessment instrumentation and to recommended procedures . Formulate criteria for selecting instruments used in conducting unbiased assessments . How to do unbiased testing	
		COMPREHENSIVE EVALUATION (See Figure 9)

SECTION II.
Child Process

> . . .**all children** residing in the State **who are handicapped**, regardless of the severity of their handicap, and who are in need of special education and related services **are identified, located, and evaluated**, and that a practical method is developed and implemented to determine **which children are currently** receiving needed special education and related services and which children are not currently receiving needed special education and related services.[6]

This section addresses some ways that State Educational Agencies can implement nondiscriminatory assessment practices for handicapped children and adults which are related to **child process** activities. Child process activities encompass the following:

Those activities which are undertaken to: 1) locate, identify, refer and diagnose; 2) establish and implement educational services through the use of individualized educational programs (IEP's); and 3) review and evaluate the effects of the treatments provided to remove or ameliorate the effects of handicapping conditions upon the educational development of children and adults requiring special assistance.

Many of the activities listed above have been given special attention with differing types of emphases in recent publications dealing with ways to provide appropriate educational opportunities for handicapped children and adults.

An example of such emphasis is the legal aspects of the child process which takes the form of **due process**.[7] Similarly, the procedures needed to provide for protection of individual rights in regard to the use of placement committees in the child process have been delineated elsewhere.[8]

Therefore, the **child process** activities which have been selected for emphasis in this document relate to two aspects of the process which have not been treated as extensively as the ones cited above. These two aspects of the **child process** activities are: 1) a sequence for the location of child process events in an overall perspective, and 2) a means to perform nondiscriminatory assessments by establishing categories and criteria to develop student programs. The sequence of events which provides a perspective for the **child process** activities is provided below as a structural schema and the categories and criteria for program development are expanded and take the form of a checklist and an explanation for its use.

The Child Process Activities Sequence

The prevailing assumption is that students can be located, identified, and placed in a program appropriate to their needs prior to the development of the goals for the overall special educational program and the expansion and implementation of these goals into specific program goals, objectives, activities and evaluation components for each of these programs. Critical examination of this assumption suggests a better format places **child process** activities in an overall perspective, as shown in Figure 2.

6. P.L. 94-142, Section 612, (2). (Author's emphasis)
7. The Council for Exceptional Children publication, **A Primer on Due Process**, is an excellent resource to be used in this connection.
8. The National Association of State Directors of Special Education publication, **Functions of the Placement Committee in Special Education**, provides a detailed set of instructions in this regard.

- Develop overall special education program goals
- Expand program goals and develop a program structure (objectives, activities, support conditions, evaluation components)
- Include categories for diagnosis in program structure (an example of this is the types of exceptionalities which are to be provided for as specified in various state statutes and guidelines)
- Implement **child find** procedures (as presently being undertaken, this includes state-wide searches through media advertisements, survey of agencies, etc.)
- Implement **child process** activities
- Reassess the categories in the sequence

Figure 2. A recommended sequence for placing Child Process activities in an overall perspective.

The sequence of activities established in Figure 2 serves to locate these child process activities which now must take place to provide for individual clients or recipients of the various programs. In general, these activities follow the sequence shown in Figure 3.

- Locate, identify, refer and diagnose students in light of program parameters, structures and activities through the use of instruments and procedures which specify instructional prescriptions to ameliorate the exceptionalities
- Establish and implement the specific educational services needed by handicapped students through the development of individualized instructional programs
- Place students in programs which conform to the objectives established on their IEP's
- Monitor and rediagnose the students' progress by means of review committees
- The rediagnosis procedure also should be concerned with the categories to be used in the reassessment process, e.g., that they are parallel to the categories established by the initiating goals for all child process activities

Figure 3. A recommended sequence for child process.

The sequence of activities developed to locate the **child process** activities within a larger perspective and the **child process** activities sequence itself emphasize the protection of child rights which coincides with other mechanisms established for this purpose (i.e., due process, placement committee functions, etc.). There remains the task of expanding that emphasis which can guide those **child process** activities that focus on criteria for establishing individualized educational programs (IEP's).

Criteria for the Development of IEP's

A plan or checklist for the diagnostic/instructional service should include criteria which, while not disagreeing with traditional diagnostic measures, make explicit the wide variety of factors which go into any judgment about a student used to determine program placement. Professional judgments must be combined according to predetermined criteria so that a multidisciplinary placement committee can execute its various functions. The checklist designed to assist placement committees in their efforts to develop IEP's includes the use of scores made by students on standardized or specially prepared tests, but it includes as well other criteria for program development.

Instructions for the Use of the Checklist

The following checklist of categories to be considered in recording professional judgments for each student, is designed to make explicit some long-standing criteria used for developing student programs (Figure 4).

Each of the categories is defined in general terms and each category includes some variables as examples to illustrate items which can be included as cases of each category.

Assessments can be recorded in two major ways:

1. Place a check in the column under consideration when factors in addition to standardized tests are to be used. This check means only that the student should be evaluated within the categories identified. When there is no checkmark in a category, it may mean merely that the committee sees no reason to utilize that category for that student at the time of the committee meeting.

2. The level of the diagnosis can be identified, where alternative assessment of nondiscriminatory issues are specified, by placing the checkmark for any given category at the top, middle or bottom of the chart. Unbiased assessment criteria for the "level" of participation can be found below. This additional information may help in the development of modifications for any given category or instructional changes in an IEP.

Criteria for Identifying Bias Components on Tests:[9]

3. Are there any cultural (value) concerns, such as those exemplified in "taboo" conflicts, to be found in the testing situation or to be seen as components of the program to be specified? Are there language factors which enter into diagnostic and placement determinations?

2. Are there patterns to be found in the design of the tests, of the language structure of the test situation, or of the logistics (time, space, etc.) that can help the team recommend programs or help the team make decisions for special services for students?

1. Does the student have a history of or familiarity with the content or information to be dealt with on the test? Has the student demonstrated successes on similar items?

9 The criteria have been numbered "upside down" to reflect the "levels" as established by the generic model for this document and for the checklist with which the criteria are to be used.

Name _____

Grade _____

1. **Professional Judgment** — An expert decision based on an area of specialization for some educational purpose.
   - professional identification of educational issue
   - alternative assessment
   - availability of special programs to meet a particular educational need
2. **Classroom Measures** — Teacher strategies for assessing a student's progress based on the student's personal growth as well as on classroom norms.
   - informal inventories
   - classroom assignments, teacher-made tests
   - observation of student effort and participation
3. **Scores on National Tests** — An effort to locate a student's progress as compared to that student's peers at a national level. (No cultural variations considered.)
   - publisher-made tests
   - district-wide testing programs
   - state-mandated testing program
4. **Scores on Local Tests** — A comparison of a student's attainments with students from the same geographic area.(Occasional attention to cultural and linguistic differences.)
   - district expectation related to Board policy
   - individual school-wide tests, inventories, check lists
   - language dominance/preference screening instruments
5. **Sponsoring Conditions** — Those personal circumstances and environmental conditions which contribute to the success or failure of a student in school, outside of direct participation in scheduled learning.
   - family socio-economic status
   - learning disability
   - physical facilities

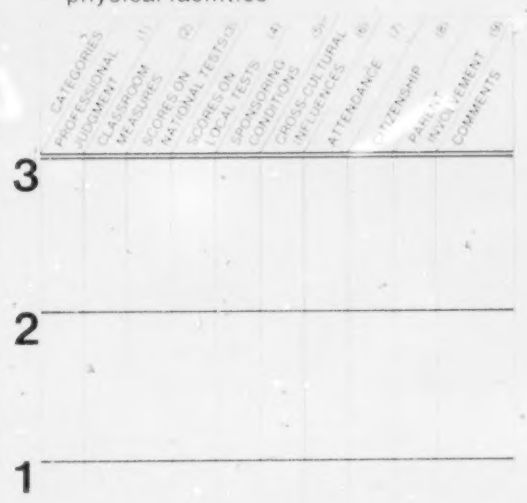

Figure 4. Categories and selected variables appropriate to the assessment: a recommended form for use by the multi-disciplinary committee on IEP's.

School _____

Date _____

6. **Cross-Cultural Influences** — Linguistic and cultural histories which require a variation in the assessment, curriculum, and teaching strategies appropriate to students.
   - cultural pluralism, (e.g., understanding of shared differences)
   - cultural values (e.g., competition or cooperation)
   - linguistic differences with curriculum presented totally in English
7. **Attendance** — Attendance is more than a head count; daily participation refers more generally to the numbers of hours the student has been in contact with a credentialed professional in a program designed for a given educational or special services purpose.
   - completion of program in terms of appropriate levels and subject matter content achievement
   - specialized alternative programs designed to assess and meet individual needs (e.g., guidance, psychological testing, speech therapy, remedial reading, and/or adaptive education programs)
   - participation in a compendium of regular and special programs designed to accomplish goals of the district
8. **Citizenship** — Refers to ways in which the behavior of the student contributes directly to the development of an atmosphere conducive to learning.
   - deportment
   - peer relationships
   - participation in cooperative activities
9. **Parent Involvement** — Parent involvement on the multidisciplinary team will necessitate frequent attendance by the parent at staffings for students. Parents will have opportunities for conferences with the professional staff regarding students' progress and will participate in educational decisions affecting their children's I.E.P.'s.

Diagnostic Decision (Exceptionality/Program Placement):

Multidisciplinary Team Decision:

Multidisciplinary Team Signoff (Z)

Referral Source Agent (Z) _____

Parent or Surrogate Parent (Z) _____

Teacher (Z) _____

Student Services Professional (Z) _____

Administrator (Z) _____

SECTION III.

Instrumentation: Nondiscriminatory Assessment and Procedures

Unbiased Assessment: A Comprehensive Format, Procedures and Instrumentation Recommendations

(C) procedures to assure that testing and evaluation materials and procedures utilized for the purposes of evaluation and placement of handicapped children will be selected and administered so as not to be racially or culturally discriminatory. Such materials or procedures shall be provided and administered in the child's native language or mode of communication, unless it clearly is not feasible to do so, and no single procedure shall be the sole criterion for determining an appropriate educational program for a child.[10]

Expansion and elaboration — rather than abolition — of psychometric strategies may very likely result from the attacks on the testing industry. But changes are mandatory if the makers and users of tests are to discharge their functions responsibly. The direction of such changes can be seen in the various responses **to the exposure of the limitations of the use of standardized tests with minority students,** in particular, and with the general application of tests to the education of any student.[11]

Education in America is dedicated to the principles of equal educational opportunities and to open access to the total curriculum for all students. This dedication establishes the need to **parallel equal opportunities with equal assessment;** i.e., when an evaluation of student competency and placement is made, the variables which characterize the student being tested must characterize the norming population to which the student is being compared, as well as take into consideration alternative and unbiased assessment guidelines.

The emerging concern for equal educational opportunities has refocused educational emphasis from a simple process of information transfer and concept acquisition, measured by standardized tests, to the broader aspects of learning to learn and to social awareness, **as measured by alternative and unbiased systems of evaluation.**

In an era of accountability, **the scope and the nature of the criteria used for the assessment of students have come under careful scrutiny.** Where a standardized test is used, the applicability of the test to any given population comes into question. When a test norm is calculated and a score is plotted, the relevance of the score in relationship to that norm can be questioned. Group test standardization norms and procedures become suspect wherever those students examined do not parallel in all major characteristics the characteristics of the population on which the test is normed.

Evaluation bases have been broadened to provide for measures of more diverse kinds of educational growth. Special attention has been given to developing evaluative systems which do not penalize students for ethnic, linguistic, and economic differences within the schools' student enrollment.

In ever increasing numbers of situations special attention is being given to developing evaluative systems which:

- **do not penalize students** who exhibit ethnic or linguistic variations, physical or economic handicaps;
- **do not impose restrictive learning environments** for those students not adequately served by conventional educational procedures and services.

Delivery strategies of intstruction have increased in number and the range of criteria for evaluation has become more extensive. This more comprehensive evaluation base is itself part of the formalization of criteria traditionally used by all professionals in their assessment of students' attainments and as bases for judgments about the students' potential for educational program complexity.

10. P.L. 94-142, Section 612, (2), (c).
11. **Psychological Testing of American Minorities**, Ronald J. Samuda, 1975, p. 152. (Author's emphasis)

The most popular assessment measures are tests constructed by test development companies. These tests are ostensibly standardized on populations of students who are ethnic and economic majority representatives of the age level and subject matter achievement of those students who will take the test in school systems around the country.

There may be several possibly conflicting norm bases, e.g., national norms, local norms for national tests, and norms derived from tests constructed by local school districts and individual schools. There may be no established way to correlate the scores on the different norms with each other.

The teacher also adds to the evaluation process by formulating classroom measures. These instruments may vary from descriptive estimates, e.g., enthusiasm of student performance, to judgments about deportment, participation, and effort.

A wide latitude in the criteria used for the assessment of students is necessary to assure all students an equal opportunity for appropriate placement and educational success.

There is a need to establish and formalize some **guidelines,** agreed upon by the multidisciplinary team,[12] through which diagnostic and instructional programs can be formed for all students. Both the "level" of attainment and the range of criteria necessary to make a judgment must be specified.

The basic issues addressed by these guidelines can be identified:

1. What is the pervasive **purpose of education in a democracy** in terms of preparing students to participate effectively in American society?

2. Is there a clear relationship between what is **narrowly measured** as success, as determined by any given diagnosis level, and the student's success in society, as a worker and citizen?

3. Assuming a need for the unbiased assessment of students in quantitative ways, are the tests used — based on the norms developed — appropriate to all students evaluated by those measures?

4. Are there criteria used by professionals in the assessment of students, which go beyond measures taken from standard test patterns, which are essential in providing open educational access and equal opportunities and services to students?

5. Is there a danger to the effectiveness of educational procedures and to the appropriateness of students' programs (IEP's) when the locus of assessment norms is removed from the local school district, and indeed, from the local school?

6. Can any presumably viable instrument be used as the single criterion for assessment and be codified for use with all students as long as educators continue their search of a wide range of unbiased, alternative assessment and alternative credentials system?

"Assessment" needs to be defined. A review of some overall meaning of assessment as presented in the following section should help clarify some of the issues of nondiscriminatory assessment.

12 The term "individualized education program" means a written statement for each handicapped child developed in any meeting by a representative of the local educational agency or an intermediate educational unit who shall be qualified to provide, or supervise the provision of, specially designed instruction to meet the unique needs of handicapped childen, the teacher, the parents or guardian of such child, and, whenever appropriate, such child, which statement shall include (A) a statement of the present levels of educational performance of such child, (B) a statement of annual goals, including short-term instructional objectives, (C) a statement of the specific educational services to be provided to such child, and the extent to which such child will be able to participate in regular educational programs, (D) the projected date for initiation and anticipated duration of such services and appropriate objective criteria and evaluation procedures and schedules for determining, on at least an annual basis, whether instructional objectives are being achieved. P.L. 94-142, Section 4, (a), (19).

The proper place to begin is to define the terminology to be used in the statements to be made. **Assessment, comprehensive assessment, unbiased assessment,** and **alternative assessment** must all be formulated in terms which provide direction for those who would evaluate students and use these assessments to designate placement and program development.

Assessment: A Review and Some Illustrated Types

Assessments in the usual sense of the word are evaluations done by specific instruments to identify a "benchmark" from which incremental changes can be determined.

Assessment implies the use of some criteria for locating "what is" as well as reassessment for locating "what now is." The meaning of assessment is contingent on the framework and intent for which it is to be used, i.e., as "comprehensive assessment," "unbiased assessment," or "alternative assessment."

In general, then, assessment can be defined as belonging to one of three types of evaluations:

1. the use of a test, of some kind, **to measure** what someone does in comparison with what someone else does, and, on occasion to locate the increments attained on self-assessment criteria, e.g.,
   - a reading test to determine the grade level attainment of a student
   - a criterion-referenced measure that indicates some phase of success a student achieves toward an objective set for him;
2. the assessment of the test structure and of the appropriateness of a test for the purposes and for the population to be evaluated, e.g.,
   - an analysis of the subtests and the norming procedures used with each of them;
3. the evaluation of the place and the relevance of testing and of assessment in the total sweep of the educational and human enterprise, e.g.,
   - the determination of whether or not to use "I.Q." tests as a criterion for developing a student's placement.

Assessment, then, always uses a benchmark from which to identify a change. This change must be a change **from some point,** in addition to a change **in contrast to,** a parallel change for someone else.

The problem emerges when the **comparisons** are made "between students," "between tests," and "between competing concepts" as to the place of testing in education. Students may come from diverse cultural histories, have significant linguistic differences and be handicapped and/or be students for whom unbiased assessment instruments will provide equal educational opportunities and placement.

Unbiased assessment implies that there are some difficulties placed in the path of certain students as they attempt to take tests. Unbiased assessment presumably entails the elimination of these barriers to the successful completion of tests.

A student can be assessed on:

- **Criteria-based tests** where the student may compete against his own previous attainments, or against some arbitrary standard of performance specified in a single classroom situation, e.g., can spell ten or more words than on a previous test; teacher measures, etc.;
- **Competency based tests** which establish a performance measure which can be evaluated on objective criteria set by technicians in an area of specialty, e.g., welding, auto mechanics, etc.;
- **Nationally and locally normed tests** where the range of the performance standards is set by students from all over the country or from a local school population, e.g., standard achievement tests, Wechsler Intelligence Scales, Binet, Monroe Oral, etc.

The relevance of a test for a student will be determined by the:

- student's history of success with the information contained in the test;
- appropriateness of the norms used to validate the test, to the student being tested;
- goals the educational system in which the student is tested has for the student in terms of educational programs.

Unbiased assessment prescribes that some definite guidelines[13] will be used that:

1. determine that the values assumed by the system in which the testing is being done have the student's best interest at heart, e.g., that the specialist conducting the examination does not impose personal biases which interfere with the procedures for a "fair" assessment of the student;

2. do not impose a structure of ideas and abstractions, a sequence of materials or instructions that clearly are not parallel to the student's habitual mode of response to learning situations, e.g., language literacy and abstraction habits, or test delivery strategies, but that alternative cultural norms are added to test norms used;

3. assure a student that the test has been screened for appropriateness as a nondiscriminatory measure in terms of that student's
   - cultural history
   - language dominance
   - background of information;

4. ensure that the physical facilities allotted by the educational institution in which the testing is done are adequate to unbiased assessment procedures in that the test environment is not detracting nor otherwise detrimental to an effective student assessment;

5. assure that the motivation and attention of the student is such that the assessment does identify a tentative range of skills and deficiencies for which educational programs are appropriate.

13. N.B. It is recommended that individual users of these guidelines convert them into a checklist as appropriate for their purpose.

A Review of Some Test Considerations: A Suggested Program for Reviewing Unbiased Assessment with Professional Staff

Testing as the measure of learning has occupied an important, indeed a revered, place in the hierarchy of educational values. However, with the emerging **open access** and **equal opportunity** in the public schools, a review of the educational relevance, effectiveness, and some possible assessment alternatives has initiated the need to examine more carefully the philosophy of assessment and even to explore a different philosophy of testing.

All questions addressing assessment must be framed within this dichotomy of whether or not the appropriate response to the problem is to use tests as they are or to reconstruct the testing philosophy. Initially, if testing must be done, due to the current educational expectations of P.L. 94-142, unbiased test factors **must be part of every professional's plans** for evaluating students.

This tradition of testing has precluded equal opportunities for children with diverse cultural linguistic and learning pattern histories. Cultural variations, for example, in awareness of clock time, discipline in sequencing ideas, and problems with levels of learning habits which set perceptions in specific areas (See Figure 5) contribute to the ongoing failure of students on tests and render the task of diagnosis difficult without a careful documentation of what to expect from different cultural groups. Instrumentation, on these grounds, may become a problem involving ways of compensating for cross-cultural conflicts due to relatively incompatible uses between cultures of key categories such as time, space, etc. The magnitude of this problem helps set the task of assessment in proper persepctive.

A viable approach to educational assessment at this time is to begin a crash program to reeducate professionals as well as the community in the importance of unbiased assessment and, in a broader sense, to include alternative nonfailure assessment. Accountability must refer to significantly more than scores on tests as we know them today. Educators have been troubled for a long time as to whether we are testing for the content taught, the structure in which the content is formulated (which means that a student must provide a parallel outlined structure in order to succeed with the test), or whether we are testing for the motivation and attitude of the student. Whether or not our assessment philosophy, which has been basic to the traditions of measurement, is even viable in the rapidly changing futures for children in American education, is problematic.

In general, then, it is possible to differentiate between three basic levels of "assessment." These levels constitute three types of precautionary steps which should be taken to ensure further protection for student rights. The first level consists of an examination of test content bias; the second level contains items which bear instructional program implications; and the third level lists some constraints to be considered by the examiner. Figure 5 outlines these levels.

TEST VARIABLES	RESPONSE	
	YES	NO
1. CONTENT MATERIAL ON THE TEST:		
• Have the content items or their parallels (e.g., vocabulary words) been taught to the student?		
2. SURVIVAL SKILLS OR THE "TAKING OF TESTS:"		
• Has **time allocation** been taught, e.g., how long does it take the student to do four true-false items?		
• Are **patterns** of test construction familiar to the student, e.g., fill-ins, multiple choice, etc.?		
• Has the student been taught "rules" for answering a multiple choice question, e.g., eliminating obviously absurd answers first?		
• Have you spent time teaching the student how to read for key concepts? Finding important qualifiers?		
• Have you clearly explained the penalty rules for tests? When to guess?		
• Is the student aware of **power** versus **time** tests? What skills each is measuring?		
3. CONCEPTUAL/ATTITUDINAL TRAINING FOR TESTS:		
• Do you know the norms on which the test items are based and how scores are compared?		
• Have you shared with the student the arbitrariness of success and failure on any test?		
• Have you differentiated the **fact, concept,** and **perspective** forms for the test?		
• Do you see the importance of bringing to any test a preorganized structure for interrelating responses and area categories for the test?		
• Can you identify generic learning strategies (styles) for all testing situations?		

Figure 5. Some test variables: an unbiased assessment checklist.

These categories illustrate some possible variables for use with unbiased assessment. They represent the diversity in items which can be considered. The three types of items set the guidelines for assessment and for potential training of students in test survival skills.

> . . . Such materials or procedures shall be provided and administered in the child's **native language** or **mode of communication,** unless it clearly is not feasible to do so, and **no single procedure shall be the sole criterion** for determining an appropriate educational program for a child.[14]

The "checklist" of variables for unbiased assessment initiates the need for some further materials to be used by the practitioner in conducting unbiased testing.

The following chart (Figure 6) attempts to place in perspective some of the questions which must be answered by all assessment efforts when the students are Mexican-American or belong to a Native American population.

14. P.L. 94-142, Section 612, (2), (C). (Author's emphasis)

CONCEPTS:	ASSUMPTIONS:
1. "Many Indian and Mexican-American students. . .	1. . . .that they are all identified by last name? . . .what of those that do succeed? . . .% of per capita compared to Anglos? . . .and in terms of income, etc?
2. . . .Experience significant difficulty. . .	2. Cultural issues: . . .do not succeed in social setting? . . .do not function with school concept of time? School issues: . . .do not understand need for tasks? . . .would not pass an alternative assessment test?
3. . . .In meeting assessment criteria. . .	3. . . .were the tests normed on general population? . . .tests selected by the district? . . .normed on parallel populations in other districts? . . .were all scores on subtests equally low?
4. . . .Established by schools. . .	4. . . .in competition with other districts? . . .mandated by the state? . . .used to follow tradition of testing?
5. . . .Come with a primary language different from the language of the school. . .	5. . . .as a formal language? . . .as a language - oral only? . . .combination of Spanish-English-tribal language? . . .no language at all in strict sense?
6. . . .District's curriculum is generally presented in English."	6. . . .what will change if presented in another language? . . .a generic language form? ("noise" does not come in any particular language) . . .when do words and patterns differ from language to language and from language as such?

Figure 6. An attempt to clarify the concern for assessment of Indian and Mexican-American students.

"Many Indian and Mexican-American students experience significant difficulty in meeting assessment criteria established by schools, because they come with a primary language different from the language of the school district's curriculum which is generally presented in English."

ISSUES:	STRATEGIES & OVERALL PLANS:	GOALS FORMALIZED AND INSTRUMENTS FOR ASSESSMENT IDENTIFIED
What % of Indians or of Mexican-Americans do well? On a spread on overlay norms, will the differences between the groups tested be less than the differences within a given group tested?	Do a study on those native American and Mexican-American children with high entry and subsequent tests scores. Isolate variables in test score changes.	Child find
Cultural problem with "time"? e.g., timed vs. power test problem? Do scores change on timed as opposed to power tests? Habits of organizing time? Is difficulty due to the absence of tests designed to test what the student can do well?	Study-habit lessons. Omit timed tests. Teach task approach. Develop alternative assessment devices generic to all students.	"A Review of Some Test Considera-tions. . ." See Section III, Figure 5
Error of tests at 1st grade? Tests used are generally abstraction-oriented. Same for Readiness and I.Q. tests.	Change test battery to one that is more appropriate for Mexican-American or Indian 1st grade students. Implement a crash program in abstraction training. Also a crash (two-day) workshop for teacher training.	See Figure 7 See Figure 9
Are there any data over the years showing increases in Mexican-American scores? On scores for Native Americans? What of other district norms and causes for differences?	Start a core program in all elementary schools, using the mode of sharing language and cultural similarities. Ask parent groups to offer ways of designing alternative programs in each elementary school.	See Section III
What kinds of instruments will identify the language used by the 1st grade Mexican-American or for the Indian child, concepts as opposed to the language the student uses for humor? What is the level of vocabulary abstraction?	Group instruction in Spanish? In a Native American language? Preschool preparation with parents re: development of language abstractions should be implemented.	See Figure 8
An I.Q. test in another language would help dispel the argument over which language is appropriate for the curriculum. Initial exposure is in English. Disparity occurs perhaps because the teachers pursue content alien to these children and neglect similarities and other abstraction habits basic to both languages.	Tests should be given and interpreted in the primary language of the child. The nuances and mannerisms should match the style familiar to the child. Teachers should seek their examples and objects to be used as content in lessons from the background of the student. Anthropological identification of cases should help here.	See Bibliography

*Adapted from Saunders, T.F. and Decker, C.S., **LAPSE: An Alternative and Unbiased Assessment System for Diagnostic/Instructional Program Development**, (c) 1976.

"Some guidelines and some illustrative assessment devices" (Figure 7) provides a way for examiners to rate by tests and by subtests the types of guidelines followed in the construction of the test. Each examiner can establish additional guidelines and can provide other test instruments to be included for consideration in nondiscriminatory assessment of students.

Possibly the most difficult task for instrumentation usage is to delineate the different types and levels of assessment possibilities.

The historical and accepted tests have all been based on the concept that a statistical computation of scores from a wide-enough population establishes a test as valid. However, since the emergence of minority considerations, social revisions, and an increased emphasis on handicapped children, unbiased assessment designs have become mandatory.

Nondiscriminatory assessment faces a two-edged problem. On the one hand, the assessment of a student should identify appropriate educational programs and services for that student. The intent is to keep those students who are improperly or unfairly diagnosed from being placed in a restrictive environment. On the other hand, assessment procedures must "see through" the variables in the test pattern that obscure accuracy of a diagnosis of one of the exceptionalities.

The need, then, is for a multifaceted assessment package that does address the "program-in/program-out" dichotomy in appropriate ways without discriminatory practices. There must be no discrimination against those who do not need special services for the handicapped.

"Instrumentation: Assessment types, variables, and a review of selected tests" (Figure 8) attempts to identify the levels of assessment types and indicate the kinds of variables which might be used in biased assessment. The instruments selected are reviewed for illustrative factors where assessment bases can be identified.

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Guidelines for Evaluating Tests as Unbiased Instruments**

1. Is the population of students used directly parallel in all important factors to the characteristics of the students to be tested?
2. Are there references to content areas where the student has no documented history of information exposure and of success on assessment measures for the data used on the test administered?
3. Does the language of the test conform to the language dominance of the student as identified by the diagnostic instruments for language dominance specified for each student being examined?
4. Are categories of materials included which allow for and provide some norms for nonverbal and nonwritten evaluations which are appropriate to the students being tested, e.g., body language, taped responses from young children, signing for deaf children, etc.
5. Is the language pattern and complexity of sentence structure set in parallel to the sentence patterns found on the instruments designated for use, i.e., use of humor, private or phatic language, analogies and metaphors, idiomatic expressions, etc.?
6. Is there a detailed specification of analogical and metaphorical language use on the test, e.g., idiomatic and literary allusions? Each cultural history exemplified by the students tested will be reviewed for usage of these language variables and a test provided.
7. Is a student penalized for using a particular cultural habit pattern for learning or for having adopted a given style/level of problem solving? By limiting the criteria for success on test materials to traditionally formalized test norming and evaluation criteria, many students are unfairly evaluated.

Figure 7. Instrumentation: some guidelines and some illustrative assessment devices.*

Some guidelines for evaluating tests most frequently used in the diagnosis of children should help examiners select certain tests for use with certain children with whom nondiscriminatory assessment measures will be used. Figure 5 explores the "levels" of test complications for biased assessment. Figure 7 presents some guidelines for including tests in a test battery for nondiscriminatory assessment of students.

*The rationale for using alternative considerations for student assessment goes beyond locating alternatives in tests used for their original purposes. These alternative considerations are also intended to provide diagnostic/instructional/evaluation sequences which provide nonfailure measures for students. Nonfailure programs can only gain credibility where the substantive content of a learning program is subordinated to the potential changes in thought style and in learning habits for students.

While the informational issues are not foremost in the goals of these alternative considerations, a significant improvement in the information and comprehension dimensions of the student's performance can be expected due to the changes brought about by the use of additional evaluative criteria and the use of generic educational experiences (see Figure 8).

Adapted from Saunders, T.F. and Decker, C.S., **LAPSE: An Alternative and Unbiased Assessment System for Diagnostic/Instructional Program Development, (c) 1976.

Instrumentation: Assessment Devices and Test Procedures	Wechsler Intelligence Scales for Children			Dos Amigos		SESI		Filled in by Local Examiner (Other tests)				
Subtests	Vocabulary	Similarities	Block Design	Spanish Domin.	English Domin.	Spanish Domin.	English Domin.					
1.	no	no	no	yes	yes	yes	yes					
2.	yes	yes	no	no	no	no	no					
3.	yes	yes	yes	yes	yes	yes	yes					
4.	no	no	yes	no	no	yes	yes					
5.	no	no	yes	no	no	no	no					
6.	no	no	no	no	no	no	no					
7.	yes	yes	yes	no	no	no	no					

Note: This chart must be filled in by the examiner using a given test. Do the tests considered meet the guidelines? When there is a test with subtests use only the key items as measures for bias, e.g., WISC has subtests of vocabulary similarities, and block design with high correlation coefficients with the total test. The desired responses are punitive for all children for whom nondiscriminatory assessment is necessary.

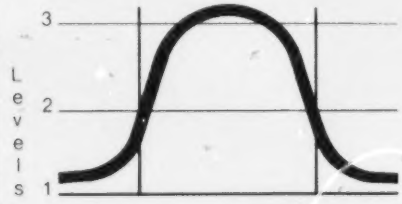
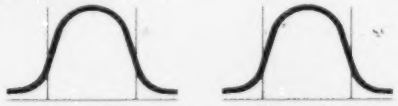
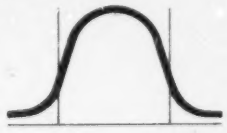
	TYPES OF ASSESSMENT NORMS	Discussion of variables to be added for unbiased assessment
Alternative Learning Testing Patterns, e.g., • LAPSE • Bilingual Syntax Measure	Generic assessment (non-failure) measurements which provide thought style, learning habit, and/or structural evaluation; an evaluation which includes an analysis of existing tests and combined overlays which have been developed. **Selection of appropriate norms for a given purpose.** One norm can be used where a multilevel response can be recorded. The degree of abstraction or scope of the response can allow for diagnosis of "high quality" failure. 	New criteria for evaluating responses and overlays for adding other test norms to a diagnosis can implement unbiased assessment. There is a further need, however, to allow for a "high quality" failure. This another way of saying a "non-failure" assessment must be used where a diagnosis is **only** a program recommendation. A diagnosis is **not** a statement about a student. A high level of abstraction can indicate **one** diagnosis while a failure on the content item of a test may indicate another assessment. An unbiased assessment as an alternative assessment can plot the score attained on one axis while the "level" of the response can be plotted on another axis.
Bicultural Testing Pattern, e.g., • ABIC • BITCH • SOMPA	Overlay any formats for expanding the categories of any test and by which adjunctive norms can be set in contrasting or sequential relationship in a diagnosis. **Comparative Norms** When two different tests are used based on two different cultural norms, a score on one test is sometimes placed in parallel on the second cultural norm with an attending diagnosis. 	Adding new criteria for evaluating regularly identified responses gained from a test gives more insight into a response from a non-discriminatory framework. By using additional norms derived from tests based on other cultural systems, a more appropriate diagnosis can be made for students whose history is significantly different from those for whom tests are characteristically normed. A test overlay for each identifiable culture group should be constructed by local examiners. These overlays must specify all significant variables and expected responses for each group to help set in perspective each response for a nondiscriminatory assessment.
Standardized Testing Patterns, e.g., • WISC • SESI • DOS AMIGOS • METROPOLITAN ACHIEVEMENT TEST	Additional ways of using information gained from tests given in the regular schedule of testing. A single set of scores statistically combined to make up a norm or "bell curve" onto which a student's score is plotted. 	By adding criteria to those used as standard measures of responses, more extensive information can be gained from a test. The responses which are not usually scored on a test are those which are often most appropriate for evaluating children for whom nondiscriminatory assessment measures should be used. The vocabularly and the information expected **to be** a part of a student's background must be verified as part of that student's history.

Figure 8. Instrumentation: assessment types, variables, and a review of selected tests.*

*Saunders, T.F. and Decker, C.S., **LAPSE: An Alternative and Unbiased Assessment System for Diagnostic Instructional Program Development**, (c), 1976.

Spanish-English Screening Instrument SESI	Dos Amigos Verbal Language Scales	SELECTED TESTS ** WISC Wechsler Intelligence Scale for Children	Metropolitan Achievement Scale
No Assessment Criteria for "style" of responses		• Can a "wrong" response be attributed to a "lateral observation" which solved another problem? • Does a response in the top 14% of the levels change the meaning of a score plotted on the standard norm?	There are no criteria on the Metropolitan Achievement Test for these variables
Non-verbal understanding, verbal labeling, and verbal statements are initial language dominance assessments	Not applicable to Dos Amigos NOTE: Language dominance tests usually identify the: • Vocabulary understanding • Receptive or non-verbal responses • Abstraction as word opposites These tests seem to confuse • Oral understanding • Oral proficiency • Literacy, and • Cultural awareness with • Abstraction skills • Language nuances • Humor, and • Cross-cultural participation Content transfer and verbal substitutes do not make a test unbiased nor do they make test results diagnositc	• Are the values carried by the WISC for abstracting, competitiveness, and speed of response assumed by the student? • Does the student succeed on an analogy using his own language or cultural materials? • Does the student adapt from trial and error as a method when an overall perception is needed for the task?	Are there abstraction demands such as analogies confused with information items? e.g., "Addition is like multiplication in the same way that substraction is like _____."
Local norms needed	Information is required but the test is a vocabulary test as well as an assessment of "opposites."	• Does a subtest scatter indicate a cultural pattern and not a clinical diagnosis? • A Picture Arrangement score carries a social awareness not easily understood by handicapped students • Are the information items appropriate to the student's history, e.g., George Washington or Malcolm X? • Do you know that your examinee is a visual or an auditory learner? • Do the Koh's blocks discriminate the above factor?	Is "snow piled by wind" equal in **type** to "restaurant" for a reservation native American?

The rationale here is to provide examples by **reference to some widely used tests and to present the criteria used for comments and suggestions. In this way the examiner can use another test and apply the criteria established. The basic **rules** for the **inclusion** of a test on a **matrix** should be **followed** in the choice of a test for unbiased assessment (see Figure 7).

SECTION IV.
Professional Development

This section is designed to provide assistance to State Educational Agencies in their efforts to implement nondiscriminatory assessment practices related to the training of professionals. The charge for this concern is derived from intents and objectives specified in P.L. 94-142 which directs that states shall:

> (3) set forth, consistent with the purposes of this Act, a description of programs and procedures for (A) the development and implementation of a **comprehensive system of personnel development** which shall include the inservice training of general and special educational instructional and support personnel, detailed procedures to assure that all personnel necessary to carry out the purposes of this Act are appropriately and adequately prepared and trained, and **effective procedures for acquiring and disseminating** to teachers and administrators of programs for handicapped children significant information derived from educational research, demonstration, and similar projects, and (B) **adopting, where appropriate, promising educational practices** and materials development through such projects.[15]

To assist in the implementation of the endeavors specified above, three types of professional development results must accrue. They are as follows:

1. Provide a means for selected components of P.L. 94-142 to be articulated and described along with detailing the means to implement activities which accomplish the intent of these components. **This document itself serves as a first step in professional training by virtue of providing means to implement Instrumentation, Child Process and Training of Professionals activities.**

2. Provide the objectives and guidelines by which State Educational Agencies can implement professional training activities within their jurisdictions. **This section provides organizational guidelines and specific organizational procedures which can be used to develop professional training programs among and between organizations at different levels of government.**

3. Provide some specific suggestions for mechanisms and conditions by which State Educational Agencies can make assessment instruments available to personnel having need for their use. **This section describes a plan for developing Alternative Unbiased Assessment Centers within the parameters of organizational charts and personnel functions presently in use.**

15. P.L. 94-142, Section 613, (a), (3). (Author's emphasis)

The remainder of this section, therefore, has two major concerns. The first is to develop structural guidelines which locate the professional development function within a framework which includes other generic institutional categories and administrative functions through which alternative unbiased assessment activities can be processed. The second concern is to detail a plan for developing Assessment Centers.

Organizational Guidelines

The implementation of an **unbiased alternative assessment system** cannot be simply a burden placed on teachers and diagnosticians by administrators. That is, administrators of whatever type (e.g., superintendents of schools, principals, special education directors, subject matter coordinators, etc.) at the local educational level cannot decide arbitrarily that the carrying out of P.L. 94-142 means that their sole function is one of monitoring. Although monitoring is an essential function of an administrative process, it must be set in the perspective of a number of other organizational and administrative functional categories. The same **caveat** stated for local educational agencies holds for intermediate and state educational agencies.

Organizational Structure

The issue, then, is one of providing a format for defining and describing basic organizational and generic administrative functions, all of which must be utilized to provide for the successful implementation of an unbiased alternative assessment system. Practically, this means that the organizational structure must provide for **awareness, programmatic inclusions** and **specific implementation procedures** for those persons who perform the functions of the organization at all levels. For any given state to be successful in the implementation of an **unbiased alternative assessment** system to comply with P.L. 94-142, the state must see that the overall organizational structure includes parallel functions for all subdivisions and peripheral organizations (e.g., private agencies) within its jurisdiction.

Such a format has been developed[16] and utilized for like purposes in a public school setting[17] and with minor adaptions could provide the organizational structure necessary for implementation of P.L. 94-142. Figure 9 provides this format.

16. Saunders, T.F.* "Evaluation Design: A Proposal," in Jelinek, J.J. (ed.). **Philosophy of Education**, F.W.P.E.S. Conference Proceedings, San Jose, Calif., 1975, pps. 7-11.
17. Tucson Public Schools District No. 1, **Compliance Plan**, Tucson, Arizona 1975.

Selected Institutional Categories for Unbiased Assessment / Administrative Functions	Organizational Components			Educational Services			
	Job Descriptions	Multi-Disciplinary Teams	Integration of AUBA	I.E.P.	Program Placement		
Policy and Planning • Awareness • Programmatic Inclusions • Specific Implementation Procedures							
Coordinating and Developing • Awareness • Programmatic Inclusions • Specific Implementation Procedures							
Supervising and Implementing • Awareness • Programmatic Inclusions • Specific Implementation Procedures							
Evaluation Methodological							
External							
Internal							

Figure 9. Alternative unbiased assessment: departmental areas and administrative functions.*

*Adopted from **Evaluation Designs, Assessments and Measures: Instructions, Forms and Strategies**, Component No. 3, Blake, R.F., Saunders, T.F., and Decker, C.S., Farmington Press, Tucson, AZ (c) 1976.

Staff Development (Professional Development)				Student Services (Child Process)				EVALUATION		
Integrate Unbiased Assessment	Formulate Objectives and Criteria	Relate Categories of Functions	Develop Specific Activities	Program Development	Diagnosis	Child Find	Due Process	Methodo-logical	External	Internal

The Staff Development format (Figure 9) has several major components. These components are shown on the chart in abbreviated form as: Integrate Unbiased Assessment, Formulate Objectives and Criteria, Relate Categories of Functions, Develop Activities. The way that these components of staff development take place may vary according to different emphases of different organizations, but a suggested sequence for them follows:

Integrate Unbiased Assessment

- Establish how the unbiased assessment component of P.L. 94-142 fits into the overall mission and goals of the local education agency (LEA).

Formulate Objectives and Criteria

- Formulate the major objectives of the inservice on the unbiased assessment component of P.L. 94-142 so that they relate to (are expansions or corollaries of) the general goals of the LEA.
- Formulate criteria by which to evaluate the inservice in terms of the stated objectives.

Relate Categories of Functions

- Relate the purpose and objectives of the inservice to the needs and interests of the instructional, support services, and administrative personnel.

Develop Specific Activities

- Develop an initial presentation or activity which will gain the attention of the participants.
- Sequence and articulate the major components or phases of the inservice program.
- Develop activities participants will engage in during the inservice and any follow-up activities.
- Prepare specific materials, handouts, charts, to be used in inservice activities.
- Set specific times, dates, and places.
- Arrange for facilities and other resources needed.

Figure 10. Checklist for designing a staff development program for implementing unbiased assessment.

The format presented provides a unifying thrust to the efforts of all persons connected with an organization in the implementation of a program. Through this format the specific activities needed by level and category to carry out an **unbiased alternative assessment** can be related to one another both by "offices" and persons within an organization, as well as between organizations (i.e., a state division of special education office and a local school district).

Here, an example may be useful. A number of the task force members have concluded that an **assessment center** containing various types of tests will have to be made available for teachers or diagnosticians to perform assessments of individual students.[18] Such an assessment center thus becomes a

18. This conclusion was reinforced during the preparation of the present document. A difficulty encountered in performing an analysis of assessment instruments proved to be the scarcity of such instruments. It logically can be concluded that if the task force had this difficulty, practitioners in the field have the same problem, thus causing assessments to be made with inappropriate instruments because "they are there."

support service essential to the implementation of P.L. 94-142. Although the basic responsibility for an assessment center devolves to the personnel specifically engaged in the collecting and classifying, collating and disseminating of test instruments, personnel engaged in all other institutional functions become involved in the implementation of the products of the center in terms of awareness, programmatic inclusions, and specific use of test instruments. Thus personnel in **curriculum** functions must be **aware** of the relationship between the various diagnostic instruments and the necessary instructional components which are needed to assist individual students. Persons responsible for **staff development** have the task of assisting teachers/diagnosticians to: become **aware** of the center's purpose, develop ways to utilize assessment to provide **Individualized Education Programs**, and to select from the types of assessment instruments available, i.e., to know why, how, when, and where to use which instrument. Student service personnel bear the responsibility for programmatic inclusions related to the use of instruments, interpretation of test results, and relating diagnosis to instructional programs.

Support service personnel in addition to those in the assessment center, have to become involved in planning for the assessemnt center, organizing and staffing it, providing fiscal support, and in general promoting and facilitating its use.

An important point to make in regard to the organizational format presented is its generic capability, regardless of the size of the organization (i.e., state division of special education, local educational agency, etc.). For example, in a small rural district there may be only one administrator to perform all of the organizational functions listed, whereas a large urban district may have specialized administrators to perform these functions. This does not make a difference — the consequences become the same when one realizes that the important thing is to make a distinction among types and levels of functions in order that the unbiased, alternative assessment system may be implemented successfully (i.e., no steps in the procedure will be skipped). Thus, a further mechanism which is needed to complete an organizational structure is a job description format that both delineates and interrelates administrative and other organizational responsibilities.

Job Description Format [19]

One way to reduce the complexity caused by the need to have many people engaged in a wide variety of functions to achieve organizational purposes and goals is to provide job descriptions. Typically, however, job descriptions tend to be simply listings of the many tasks performed by persons in the organization. While such listings may serve some directing purpose for given individuals, they rarely provide an integrating component which relates the efforts of individuals among and across areas of an organizational structure.

Thus, a job description format must provide ways of differentiating the nature of organizational responsibilities on a continuum ranging from specific day-by-day tasks to the broader overarching responsibilities of administration and supervision dealing with policy and planning. Additionally, the format must provide direction for persons **within** an organization to relate their responsibilities to those of persons and agencies **external** to the organization.

19. Used with permission of Saunders, T.F., and Blake, R.F. "Job Description Format for the Identification and Interrelationship of Job Functions of Division of Special Education, Educational Program Specialists." Component 3. June, 1976.

Educational agencies at the state, intermediate and local levels increasingly have had the scope of their responsibilities to students expanded by federal and state laws which prescribe "individualization" in many alternative contexts. Public Law 94-142 and its provisions specifying alternative unbiased assessment of students is but one such responsibility. Understandably, then, the response of educational administrators to apparent added responsibilities, often has been negative.

What goes unnoticed in the tumult of activity being undertaken to respond to mandates and guidelines is the prior need to redesign and redevelop an organizational structure which has the capability to serve a goal such as ". . .providing full educational opportunities to all handicapped children. . ."[20]

Comprehensive job descriptions which "set in place" ways for personnel to respond to added or changing responsibilities as they occur is, therefore, a necessary step in providing for activities which comprise organizational functions such as professional development, unbiased assessment, and due process. Since educational organizations already have a structural framework, including job descriptions of some type, it would be both prudent and parsimonious to modify existing frameworks rather than invent totally new ones. The job description format presented in Figure 11 is suggested as being capable of providing institutional responses to new responsibilities necessary for implementing an alternative unbiased assessment system on a continuum calling for **awareness, programmatic inclusions** and **specific implementation procedures.**

The point is that educational institutions already may be doing many of the things that they are being asked to do in recent mandates and guidelines; now, however, they are being asked to do them **differently** and to provide documentation to show that they are doing what is required. That is, in-service activities, assessment of students, due process procedures, program development and the like that may be occurring presently must be shown as being planned and integrated for a purpose. Personnel of various types are performing such functions — what is needed, then, is a modification of job descriptions to provide for the deliberate inclusion and articulation of specific kinds of responsibilities in the job functions of these personnel.

I. **Policy and Planning**
   A. Responsible **for:**
   B. Responsible **through:**

II. **Developing and Interrelating**
   A. Responsible **for:**
   B. Responsible **through:**

III. **Implementing and Supervising**
   A. Responsible **for:**
   B. Responsible **through:**

Figure 11. Job description format.*

*Adapted from: Saunders, T.F., Blake, R.F., and Decker, C.S. **Evaluation Designs, Assessments, and Measures: Instructions, Forms and Strategies**. Component 3. Farmington Press, Tucson, Arizona, 1976.

20. P.L. 94-142. Section 613, (a), (12), (A).

A major empahsis in P.L. 94-142 is placed on the need to:

> . . .assure that testing and evaluation materials and procedures utilized for the purposes of evaluation and placement of handicapped children will be selected and administered so as not to be racially or culturally discriminatory. Such materials or procedures shall be provided and administered in the child's native language or mode of communication, unless it is clearly not feasible to do so, and no single procedure shall be the sole criterion for determining an appropriate educational program for the child.[21]

Since this emphasis is generic to the job functions of virtually every educator in a school system it serves well the purposes of illustrating how job descriptions may be modified to accomplish the intent specified above.

Job Description Modifications: Ways to Address Related Components of an Alternative Unbiased Assessment System.

The goal of providing alternative unbiased assessment can be accomplished without making massive changes in organizational structure, adding large numbers of personnel or completing the wholesale development of "new" procedures and instruments. To implement such a goal calls for providing three essential ingredients:

1. the expansion of the goal of achieving an alternative unbiased assessment system operationally into the generic functions of the organization;
2. the planning of a professional training program to provide personnel with the means to implement the system;
3. the development of specific responsibilities, procedures and materials through which personnel carry out their assignments.

The components listed above may be interwoven into an established organizational structure as shown in Figure 12.

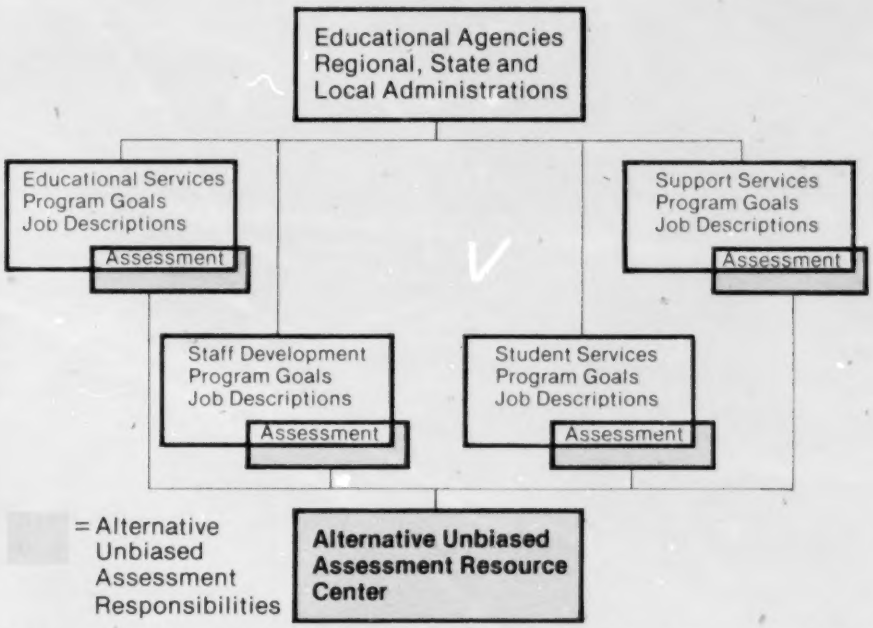

Educational Agencies Regional, State and Local Administrations
Educational Services Program Goals Job Descriptions
Assessment
Support Services Program Goals Job Descriptions
Assessment
Staff Development Program Goals Job Descriptions
Assessment
Student Services Program Goals Job Descriptions
Assessment
= Alternative Unbiased Assessment Responsibilities
Alternative Unbiased Assessment Resource Center

Figure 12. Format for integrating goals into an organizational structure using alternative unbiased assessment as a goal.

21. P.L. 94-142, Section 612, (5), (C).

The organizational chart presented shows how responsibilities typically found in educational institutions may be classified into generic categories regardless of how various institutions label their charts. For example, Educational Services includes those positions conventionally entitled assistant superintendent for instruction, director of curriculum, elementary and secondary curriculum director, and coordinators and supervisors of various subject matter areas. Personnel assigned to these positions, thus, are mainly responsible for planning, coordinating and implementing instructional programs.

The Staff Development function includes the position conventionally entitled personnel director whose usual responsibilities have entailed the recruitment, selection, assignment, orientation, reassignment, and termination of personnel. The present version of this function has expanded to include all activities generally classified as "inservice" in one office. The intent is to both unify all such inservice activities internally as well as to integrate them externally into all of the functions of the institution.[22]

The development of new, altered, or expanded goals for educational institutions to accomplish the intent of such abstract purposes as "equal educational opportunity" and "open access" are particularly emphasized by the unbiased assessment provisions of P.L. 94-142. The task force's decision to include a professional training component in this document thus reinforces the need for the designing of a Staff Development function which encompasses traditional personnel responsibilities; this perspective should enable all institutional personnel to direct their efforts toward implementing an alternative unbiased assessment system in a deliberate, integrated fashion.[23]

The Student Services function includes those positions conventionally entitled assistant superintendent for student services, director of student services, deans of students, counselors, psychologists, psychometrists and social workers. Personnel assigned to these positions, thus, are mainly responsible for planning, coordinating and implementing those services which are necessary for students to achieve maximum benefit from the instructional program.

The Support Services function, although diffused across the other institutional functions, is also centrally located in some specialized positions conventionally entitled superintendent, assistant superintendent for operations, director of business affairs, director of plant and facilities, principals, assistant principals, and other positions usually considered line positions in an organization. Personnel assigned to these positions, thus, are mainly responsible for planning, coordinating and implementing those services which are logistical in nature yet are essential to the accomplishment of organizational purposes.

22. The rationale for doing this and the organizational and societal conditions which have precipitated this need are too lengthy to discuss in this document, but the case for this functional expansion has been made elsewhere. (See Bibliography entries number 63, 65, and 66.)
23. Included in this function are the activities of Staff Development which must be undertaken to acquaint parents and guardians of their rights and the rights of their child as specified by various federal state laws and exemplified in procedural manuals such as **Functions of the Placement Committee in Special Education**, which emphasizes that: "the parents' presence can help assure that they clearly understand the functions of the committee" and "the parents' informed consent is essential at several stages of committee's function." (p. 15)

Although conventional administrative wisdom ascribes to persons occupying superintendent and principalship positions the abstract concept of "educational leader," an analysis of the typical activities performed by personnel in these positions usually reveals a listing of tasks or duties which are essentially logistic as opposed to substantive in their emphasis. For example, the listings below of the School Principal's responsibilities for providing full service for handicapped children is more logistical and procedural than it is instructional (i.e., knowledge of learning theory, scope and sequence of curriculum, etc.) in nature.

School Principal

The school principal has the primary responsibility for providing educational programs to handicapped children. The primary role of the principal in this area is to ensure the effective and complete provision of necessary and appropriate services to handicapped children in the school. Specific responsibilities are to:

- Coordinate and administer special education services in the school,
- Supervise educational personnel serving handicapped children in the school,
- Designate and implement educational programs for handicapped children in the school, in accordance with approved policies, procedures, and guidelines of the LEA and of the State Department of Education,
- Promote attitudes of school personnel and parents that encourage the acceptance and inclusion of handicapped children in regular classes and interaction with regular students.
- Receive referrals of students with suspected handicapping conditions from teachers, parents, and others,
- Arrange for appropriate evaluation for those students recommended for evaluation as a result of a screening procedure,
- Supervise the maintenance of child records at the school level and protect the confidentiality as a result of a screening procedure,
- Supervise the maintenance of child records at the school level and protect the confidentiality of these records,
- Receive teacher requests for assistance and provide or arrange for specialized assistance,
- Implement due process procedures,
- Plan for special education programs in the school and make budget recommendations to the superintendent,
- Participate in LEA plan for special education services.[24]

For this reason, the categories of institutional functions are established in a descending order (as shown by reading the organizational chart in Figure 12 from left to right) beginning with Instructional Services and ending with Support Services. What a revised organizational chart would look like to include this concept of hierarchical inclusion is shown in Figure 13.

24. National Association of State Directors of Special Education, **The Prince William Model, A Planning Guide for the Development and Implementation of Full Services for All Handicapped Children**, NASDSE, 1201 Sixteenth Street, Northwest, Washington, D.C., 1976, p. 19.

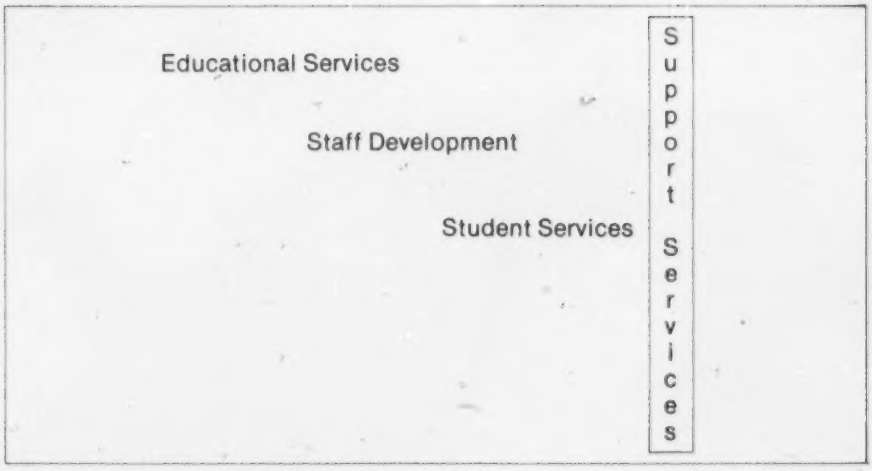


Figure 13. Reordering of organizational components by order of importance to instructional goals.

In keeping with the purposes of developing an alternative unbiased assessment system within existing organizational frameworks, it is critical that program goals for each of the generic functions identified be established (these goals are expansions of institutional goals which give meaning to all the activities of the organization). Once program goals for each generic function are established, then the positions ordinarily found on the organizational charts of any educational agency (state, intermediate or local) can be classified into these functions. That is, one will know why, how, and where to ascribe the operational activities performed by various personnel in the organization regardless of the size, location, or governmental level of that organization.

By common practice each position in an organization is given its meaning by a job description. In order to implement an alternative unbiased assessment system in an educational organization, existing job descriptions must be expanded to include general assessment responsibilities for all positions (if they do not already do so). Finally, alternative unbiased assessment responsibilities must be framed within the general assessment responsibilities of the various job descriptions. The procedure for doing this, using the Educational Services Function as an example, is shown in Figure 14.

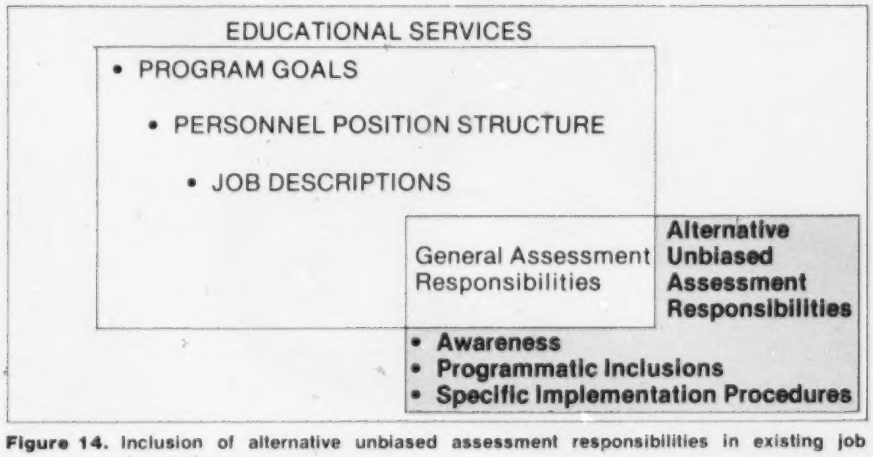


Figure 14. Inclusion of alternative unbiased assessment responsibilities in existing job descriptions.

In the manner shown for Educational Services, the job descriptions for all personnel should reflect alternative unbiased assessment responsibilities. It also should be noted that although three types of responsibilities are indicated for all job descriptions, it is likely that certain personnel will have only one or two types of responsibilities while others will have all three. For example, the director of special education may be assigned job responsibilities which encompass **awareness** and **programmatic inclusions,** whereas the psychometrist may be assigned only those responsibilities which are pertinent to **specific implementation procedures**.

The previous parts of this section have developed a detailed set of guidelines for integrating the unbiased alternative assessment component into existing organizational charts by utilizing existing institutional and administrative functions. By expanding the job descriptions one step further, the concept and plan for an Alternative Unbiased Assessment Center emerges as a mechanism for providing specific assessment materials and services to diagnosticians and teachers who must implement:

> . . .procedures to assure that testing and evaluation materials and procedures utilized for the purposes of evaluation and placement of handicapped children will be selected and administered in the child's native language or mode of communication. . .and no single procedure shall be the sole criterion for determining an appropriate educational placement for a child.[25]

Alternative Unbiased Assessment Center

The rationale for the organizational inclusion of an unbiased assessment system can be found in the redesigning of some of the existing job description responsibilities for each administrator in the departmental areas most directly concerned with the assessment of students.

By including the unbiased assessment system, i.e., adding the categories used to define "unbiased assessment," it is possible to delineate the distinct responsibilities of a job function and yet indicate the subtle lines to be crossed where alternative or unbiased assessment responsibilities are added as shown in Figure 12.

The lines of communication which are found between those departmental functions added by the unbiased assessment system will sponsor the need for a central location for an alternative unbiased assessment center.

A center to provide alternative unbiased assessment requires thinking about it as both a **concept** and a **place.** The expansion of job descriptions of personnel in all categories of organizational functions fixes responsibilities for assessment in general and alternative unbiased assessment in particular. This step in the case of some school districts may be all that is required, if somewhere in the intermediate agency or state, an actual place is established where specialized personnel perform the following functions:

1. Gather, classify and store various test instruments; establish criteria for the analysis of these instruments; and specify the various purposes which test instruments and their components may serve to identify students according to the scope, level and specific applicability of problems of students.

2. Provide the organizational structure which permits the selection, staff development, deployment and assignment of responsibilities to center personnel which is congruent with the generic functions of institutions using the center.

3. Establish the goals necessary to accomplish the purpose of "assess(ing) and assure(ing) the effectiveness of efforts to educate handicapped children."

25. P.L. 94-142, Section 612, (5), (c).

The purpose of an Alternative Unbiased Assessment Center is essentially programmatic. That is, what is needed is the mechanism to continually gather and assess instrumentations because of the large number of them that already exist and more importantly because of the increasing number of instrumentations that P.L. 94-142 itself will generate. Such a center, thus, would serve a revitalizing function by providing the means to assess the assessment instruments on an ongoing basis. This ultimately becomes the way to guarantee that instruments for assessment are not used merely because they are there.

Conclusion

This document attempts to address the problem of nondiscriminatory assessment within the framework specified by P.L. 94-142. A model was adopted as an informing and an articulating instrument by which to set guidelines and criteria for present and future assessment procedures. The future of alternative and unbiased assessment is the future of all children who need specialized educational services.

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